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Development Co-operation Directorate  
Development Assistance Committee

## DAC Working Party on Development Finance Statistics

### Update to the review of the activities reported under purpose code 15190 on the facilitation of orderly, safe, regular and responsible migration and mobility

Working Party on Development Finance Statistics

At the meeting of the WP-STAT in November/December 2020, the Secretariat presented a review of the activities reported under purpose code 15190 on the facilitation of orderly, safe, regular and responsible migration and mobility.

An update to the review was discussed at the meeting of the WP-STAT in March 2025, taking into account the principles and criteria clarifying the ODA-eligibility of migration-related activities, which have been agreed by the DAC in December 2022.

This final document incorporates factual corrections. It is now issued as FINAL, and DECLASSIFIED.

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## *Update to the review of the activities reported under purpose code 15190 on the facilitation of orderly, safe, regular and responsible migration and mobility*

### Broader policy context

Migration is a global phenomenon connecting different regions and/or countries. From an ODA-eligibility perspective, the challenge in the field of migration is that it is not always clear whether a programme primarily aims to promote development or address domestic concerns in provider countries.

Development co-operation activities related to migration can be reported as ODA if they meet the principles and criteria agreed by the Development Assistance Committee (DAC) in 2022. The recent agreement opens the opportunity to review reporting in this field, for taking stock and sharing lessons.

### 1. Background

1. The proposal for a purpose code to capture migration-related activities was first discussed at the meeting of the Working Party on Development Finance Statistics (WP-STAT) in March 2017. After several iterations, which involved consultations with CSOs, the WP-STAT agreed in June 2018 to create a new purpose code for "Facilitation of orderly, safe, regular and responsible migration and mobility" (see Annex A), for implementation on 2017 data (2019 on 2018 data at the latest) [DCD/DAC/STAT(2018)23/REV3].
2. The Secretariat was tasked to monitor the implementation and verify the ODA-eligibility of projects reported under the new code. A review was conducted in 2020 (on 2018 data) and presented to members at the meeting of the WP-STAT in November/December 2020 [DCD/DAC/STAT(2020)38]. Key elements of the paper and comments by the WP-STAT were also conveyed to the DAC temporary working group on clarifying the ODA-eligibility of migration-related activities (TWG) [DCD/DAC/TWGMIG(2021)1].
3. The TWG was created in 2020 with a mandate to propose clarifications on the ODA-eligibility of programmes linked to migration by establishing concrete criteria for assessing the eligibility of activities in this field. It held its final meeting in June 2022. In December 2022, the DAC approved the principles and criteria clarifying the ODA-eligibility of migration-related activities.<sup>1</sup> They have been integrated in the Reporting Directives [see DCD/DAC(2024)40/FINAL, paragraphs 143-144] and are reproduced in Annex B of the present document for ease of reference. In January 2025, the ODA Casebook on activities in the field of migration was approved, illustrating examples of ODA and non ODA-eligible activities in this field [DCD/DAC/STAT(2023)34/FINAL].

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<sup>1</sup> Criterion 7 on labour mobility was approved by the WP-STAT in May 2023.

4. An update to the 2020 review was discussed at the meeting of the WP-STAT meeting in March 2025, taking into account the principles and criteria agreed in 2022 [DCD/DAC/STAT(2025)9]. The detail of some of the activities reviewed from an ODA-eligibility perspective was shared with members; all activities reported under purpose code 15190 can be found in the CRS on-line database on the OECD Data Explorer<sup>2</sup>.

5. This final document includes factual corrections. It was approved for declassification through a written procedure on a non-objection basis in May 2025. The declassification aims to enhance transparency and respond to calls by civil society organisations for continued monitoring of migration-related activities. In addition to the final document, the Secretariat will develop a brief guidance to be published on the OECD resource page for reporters<sup>3</sup>.

6. The document is structured as follows: Chapter 2 provides basic insights and trends on purpose code 15190 for the period 2018 to 2023. Chapter 3 is dedicated to the review of activities reported under the purpose code and beyond. It outlines the findings from a Machine Learning approach to cluster migration related activities and elaborates on ODA-eligibility issues for the different clusters (section 3.1). Furthermore, it considers links with other purpose codes using a keyword search (section 3.2) as well as links with SDGs (section 3.3), and hashtags (section 3.4).

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<sup>2</sup> See <http://data-explorer.oecd.org/s/1wi> for a predefined table by DAC member.

<sup>3</sup> See <https://www.oecd.org/en/data/insights/data-explainers/2024/10/resources-for-reporting-development-finance-statistics.html>.

### Box 1. Recommendations for improved reporting on migration-related activities in ODA

Members are encouraged to thoroughly apply purpose code 15190, paying special attention on:

- applying purpose code 15190 (and not 15160) for human rights programming for refugees or migrants, including when they are victims of trafficking (section 3.2.1);
- differentiating between purpose code 15190 and humanitarian purpose codes (7xxxx) (section 3.2.1);
- capturing more comprehensively all activities related to the facilitation of orderly, safe, regular, and responsible migration and mobility, as per definition of the purpose code (section 3.2.1);
- using multiple purpose codes if the activity is intended to foster different areas of the recipient's economic or social structure (e.g. if it targets different groups), and using the single purpose code 15190 if the entire activity is focused on the facilitation of orderly, safe, regular, and responsible migration and mobility (section 3.2.2); and
- aligning their reporting between purpose code 15190 and SDG target 10.7 to the extent possible (section 3.3).

Members are encouraged to thoroughly implement the agreed principles and criteria to guide the ODA-eligibility assessment of migration-related activities, improve the description of their migration-related projects (see Box 2), and be mindful about:

- the obligation to describe the characteristics of their aid when the delivery of funds within an activity is subject to specific conditions on migration, including the demonstration that the conditions imposed primarily contribute to the promotion of the economic development and welfare of developing countries (section 3.1.1);
- the ODA-eligibility of activities in the field of border management, and to be as specific as possible on (i) the activity's primary objective, and (ii) the components the activity includes and excludes (section 3.1.2);
- the delineation between reporting rules governing migration-related activities vs in-donor refugee costs, and to be as specific as possible on the activity's characteristics, including on the country of departure (section 3.1.3); and
- the ODA-eligibility of activities involving labour mobility to a non ODA-eligible country, and to be as specific as possible about the characteristics of such activities (section 3.1.4).

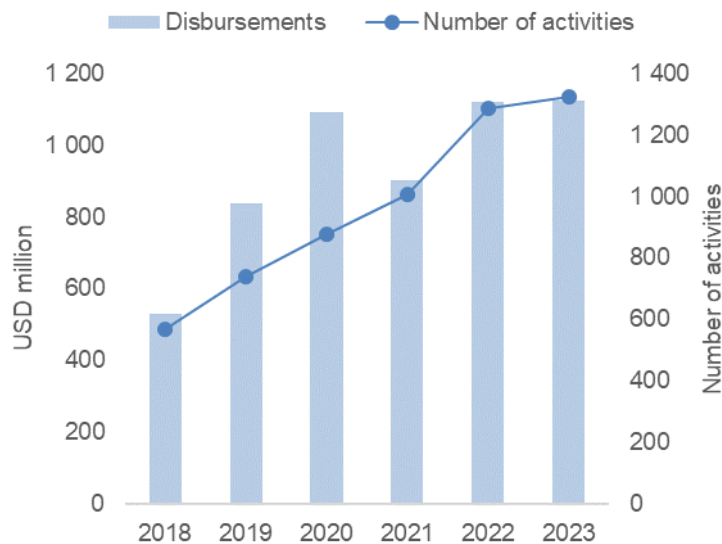
Members are invited to refer to the Casebook for examples of ODA and non ODA-eligible activities, see DCD/DAC/STAT(2023)34/FINAL.

## 2. Basic insights and trends on purpose code 15190

7. For the years 2018 to 2023, 54 donors reported 7 248 activities under the purpose code 15190 which amount to disbursements of USD 5 820 million.<sup>4</sup> In terms of volume (number of activities), 96% (80%) relate to DAC members, 3% (18%) relate to multilateral organisations (including multilateral development banks)<sup>5</sup>, and 0.5% (2%) relate to non-DAC countries. The subsequent analysis is restricted to DAC members.

8. DAC members increased their disbursements under purpose code 15190 from USD 529 million in 2018 to USD 1 124 million in 2022 (reflecting an increase of 112%). This increase is characterised by a steep surge in the first years of implementation and seems to have levelled more recently. In the same period, the number of activities increased from 570 to 1 322 (reflecting an increase of 132%), also leveling in the last two years (see Figure 2.1). It is noted that a steep surge during the first years of implementation is not necessarily due to members extending more funds but is likely to be also linked to more accurate reporting.

Figure 2.1. DAC members' reporting under purpose code 15190 over time, 2018-2023



Source: Creditor Reporting System

### 2.1. Providers

9. Between 2018 and 2023, all members but one (Greece) reported at least on activity under purpose code 15190. **In terms of volume, the EU Institutions are the largest provider (USD 2 377 million), accounting for 42% of total disbursements. They are followed by the Netherlands (USD 743 million), Germany (569), Switzerland (455), and the United Kingdom (441).**

<sup>4</sup> The analysis in this section is restricted to ODA and concessional flows and excludes the first year of implementation. If not stated otherwise, disbursements are indicated in constant prices (base year: 2022).

<sup>5</sup> It is noted that some multilateral organisations closely related to migration (e.g. the International Organisation on Migration) do not report their outflows to the OECD.

Table 2.1. Reporting under purpose code 15190 by member, 2018-2023

Member	Number of activities under purpose code 15190	Disbursements under purpose code 15190 (USD million)	Average disbursements per activity under purpose code 15190 (USD million)	Disbursements under purpose code 15190 as a share of bilateral ODA disbursements (per cent)
Australia	29	6	0.2	0.0%
Austria	15	3	0.2	0.1%
Belgium	16	5	0.3	0.1%
Canada	489	62	0.1	0.2%
Czechia	26	24	0.9	1.5%
Denmark	117	147	1.3	1.2%
Estonia	3	0	0.1	0.1%
EU Institutions	918	2 377	2.6	1.6%
Finland	16	3	0.2	0.1%
France	234	55	0.2	0.1%
Germany	363	569	1.6	0.4%
Hungary	5	1	0.2	0.1%
Iceland	2	0	0.2	0.1%
Ireland	24	4	0.2	0.1%
Italy	247	206	0.8	1.5%
Japan	14	18	1.3	0.0%
Korea	21	20	0.9	0.2%
Lithuania	13	1	0.0	0.2%
Luxembourg	12	0	0.0	0.0%
Netherlands	184	943	5.1	4.0%
New Zealand	11	2	0.2	0.1%
Norway	143	122	0.9	0.5%
Poland	7	28	4.1	0.5%
Portugal	13	1	0.1	0.1%
Slovak Republic	4	0	0.0	0.0%
Slovenia	14	2	0.1	0.7%
Spain	101	18	0.2	0.2%
Sweden	133	88	0.7	0.4%
Switzerland	2 146	455	0.2	2.4%
United Kingdom	406	441	1.1	0.6%
United States	75	2	0.0	0.0%

Source: Creditor Reporting System

10. In contrast, Switzerland accounts for the largest number of activities (2 146 activities or 37% of total activities), indicating that the average disbursements per activity are relatively small (USD 0.2 million). The EU institutions account for 918 activities (with average disbursements per activity of USD 2.6 million), followed by Canada (489 activities), the United Kingdom (406 activities), and Germany (363 activities). For the Netherlands, the highest average disbursements per activity can be observed (USD 5.1 million), followed by Poland (USD 4.1 million).

11. Comparing disbursements under purpose code 15190 to bilateral ODA disbursements, the highest share prevails for the Netherlands (4.0%), followed by Switzerland (2.4%), the EU Institutions (1.6%), Czechia (1.5%), Italy (1.5%), and

Denmark (1.2%). For all other DAC members (26 out of 32)<sup>6</sup>, disbursements for activities under purpose code 15190 account for less than 1% of their bilateral ODA (see Table 2.1).

## 2.2. Extending agencies

12. **While members report most of their 15190 activities under their main aid agency, the Ministry of the Interior or equivalent entities account for a significant share of total disbursements for several members.**

13. Members report 81% of total disbursements (67% of the total number of activities) under their main aid agency. Other extending agencies account for 19% of total disbursements (29% of the total number activities), and local governments and unspecified agencies for less than 1% of total disbursements (4% of the total number of activities).

14. The data further reveals that for some members, activities under purpose code 15190 are exclusively extended by the Ministry of Foreign Affairs (Denmark, Finland, Iceland, Ireland, Japan, Luxembourg, New Zealand) or the Development Agency (the Slovak Republic). Furthermore, a few members have dedicated ministries for development that extend activities under purpose code 15190 (Germany, the United Kingdom).

15. For some members, the Ministry of the Interior or equivalent entities account for more than 50% of total disbursements (Austria, Czechia, Lithuania, Slovenia), or take a smaller yet significant share (>10%; France, Germany, Hungary, the United Kingdom). Also, the following entities related to the police and/or immigration are involved in extending such activities: Immigration, Refugees and Citizenship Canada (Canada), the Ministry of Justice and Public Security (Norway), and the State Secretariat for Migration (Switzerland).

## 2.3. Channels of delivery

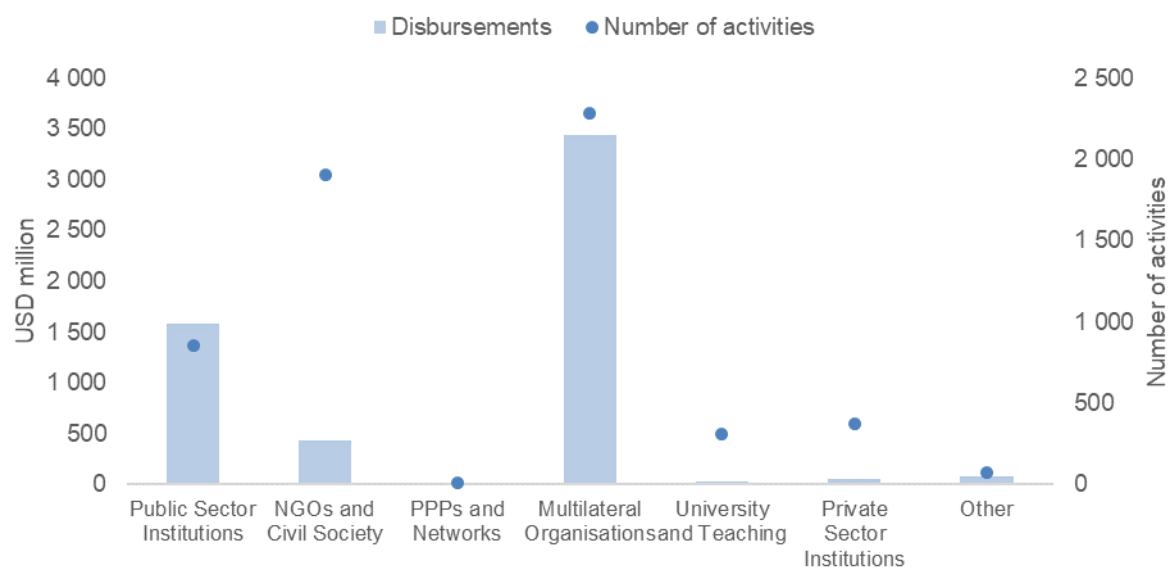
16. **When it comes to channels of delivery, a large share of activities reported under purpose code 15190 is channeled through multilateral organisations.** In terms of volume, this applies for 61% of total disbursements under purpose code 15190, followed by public sector institutions (28%) and non-governmental organisations and civil society (8%). In terms of number of activities, 39% of activities are channeled through multilateral organisations, followed by non-governmental organisations and civil society (33%) and public sector institutions (15%). See Figure 2.2. Among others, this indicates that **activities channeled through NGOs are, on average, relatively small (USD 0.2 million) as compared to activities channeled through public sector institutions (USD 1.9 million) or multilateral organisations (USD 1.5 million).**

17. Among activities that are channeled through multilateral organisations, the top 3 organisations account for 60% of total disbursements. These are the **International Organization for Migration (USD 1 104 million), the United Nations Office of the High Commissioner for Refugees (USD 630 million), and the United Nations Children’s Fund (USD 343 million).**

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<sup>6</sup> Including Greece, which did not report any activities under purpose code 15190 in the period 2018 to 2023.

Figure 2.2. DAC members' reporting under purpose code 15190 by channel, 2018-2023



Source: Creditor Reporting System

18. Table 2.2 provides an overview of the top 10 multilateral organisations, which account for 87% of total disbursements among activities channeled through multilateral organisations.

Table 2.2. Channels of delivery: top 10 multilateral organisations in terms of volume, 2018-2023

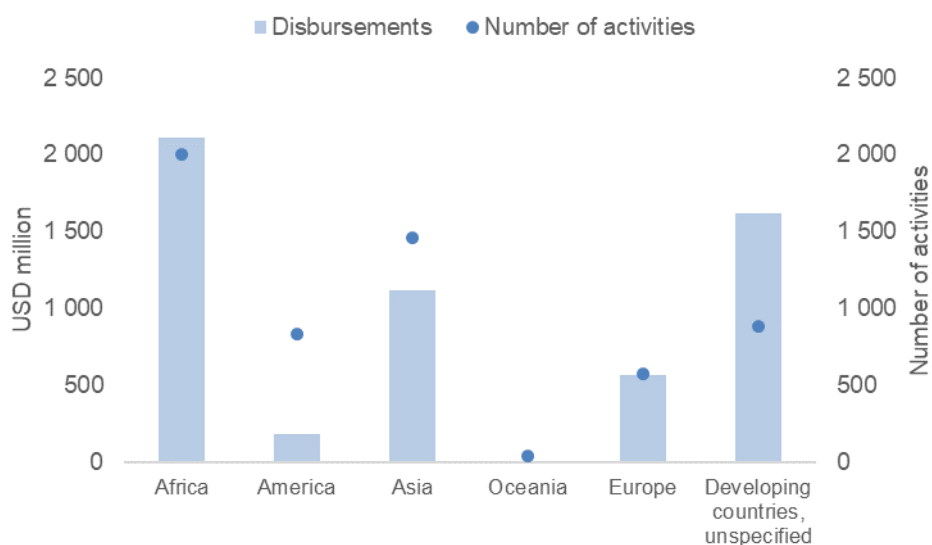
	Disbursements under purpose code 15190 (USD million)	Percentage of total disbursements
International Organisation for Migration	1 104	32%
United Nations Office of the High Commissioner for Refugees	630	18%
United Nations Children's Fund	343	10%
International Labour Organisation - Assessed Contributions	185	5%
Multilateral Organisations	144	4%
European Union Institutions	131	4%
United Nations (UN) agency, fund or commission	125	4%
Other multilateral institutions	124	4%
International Bank for Reconstruction and Development	99	3%
United Nations Office for Project Services	97	3%

Source: Creditor Reporting System

## 2.4. Geographical regions

19. Finally, looking at the geographical distribution of activities reported under purpose code 15190, USD 2 110 million or **38% of total disbursements are attributed to Africa**, followed by Asia (USD 1 119 million or 20%). Europe accounts for 10% of total disbursements, America for 3%, and Oceania for less than 1%. 29% of total disbursements are reported with an unspecified recipient code. In terms of number of activities, 35% are attributed to Africa, followed by Asia (25%), America (14%), and Europe (10%). 15% of the total number of activities are reported with an unspecified recipient code (see Figure 2.3).

Figure 2.3. DAC members' reporting under purpose code 15190 by region, 2018-2023



Source: Creditor Reporting System

20. The analysis further reveals that **activities are frequently provided on a regional level**, with regional or unspecified recipients accounting for USD 3 263 million or 58% of total disbursements. With 42% of total disbursements being attributed to individual recipient countries, the highest disbursements are observed for **Afghanistan (USD 247 million or 4%), followed by Bosnia and Herzegovina, Iraq, Lebanon, Morocco, Libya, Bangladesh, and Tunisia (2% each)**. Table 2.3 provides an overview of the top 10 recipient countries, which account for 21% of total disbursements.

Table 2.3. Geographical regions: top 10 recipient countries in terms of volume, 2018-2023

	Disbursements under purpose code 15190 (USD million)	Percentage of total disbursements
Afghanistan	247	4%
Bosnia and Herzegovina	133	2%
Iraq	126	2%
Lebanon	123	2%
Morocco	112	2%
Libya	111	2%
Bangladesh	89	2%
Tunisia	87	2%
Türkiye	79	1%
Ukraine	75	1%

Note: Please note that the table excludes regional and unspecified recipients.

Source: Creditor Reporting System

### 3. Review of activities reported under purpose code 15190 and beyond

21. While the previous section was meant to provide basic insights and trends on purpose code 15190 over the last years, the following is to examine members' reporting practices on migration-related activities in general. It focusses on 2023 data.

#### 3.1. ODA-eligibility

22. When the principles and criteria clarifying the ODA-eligibility of migration-related activities (see Annex B) were agreed, members were encouraged to apply them in their reporting on 2023 ODA (2024 ODA at the latest). During the validation process of 2023 data, the Secretariat placed a particular focus on verifying their application. It held bilateral discussions with a few members and requested additional input where necessary. In some cases, this process resulted in a removal of the activities in question (i.e. if their compliance with the agreed principles and criteria could not be verified).

23. **This section reflects upon the validation process, summarising the key findings as well as difficulties observed by the Secretariat in verifying the ODA-eligibility for individual categories. In addition, it takes a further look at activities per category, building upon the results of a classification exercise the Secretariat conducted using a Machine Learning approach (see Annex C). Based on the findings in this section, a number of recommendations are made to members (summarised in Box 1 above) to best align their ODA reporting with the agreed principles and criteria.**

24. To conduct ODA-eligibility assessments in the field of migration (purpose code 15190 and beyond), it is best to classify activities around the same categories as used for the agreed criteria and the Casebook: conditionality, irregular migration, return and reintegration, labour mobility, and engagement with diaspora. Given that this classification does not exist in CRS, the Secretariat has conducted a Machine Learning Approach to tentatively cluster the activities for the purpose of this review, see Annex C. To facilitate this exercise going forward and for increased transparency on the topic of migration, **members might also consider the introduction of a hashtag #migration in future.**

25. Members are encouraged to thoroughly implement the new principles and criteria, with 2025 being the last year for having completed the implementation. In next collection rounds, the Secretariat will continue to put heightened scrutiny in verifying the ODA-eligibility of migration-related programmes.

##### 3.1.1. Conditionality of aid to migration outcomes

26. The newly agreed Criterion 2 specifies that, while development co-operation programmes can be part of a broader policy dialogue with the beneficiary country, an activity is not reportable as ODA if the delivery of funds is subject to specific conditions and migration outcomes. The footnote furthermore states that it is the obligation of members to describe the characteristics of their aid for these activities in their CRS reporting, including the conditions imposed.

27. The Secretariat finds it difficult to validate an activity's compliance with this Criterion to the extent that conditionality aspects are not necessarily part of a regular project description. It is therefore reliant on members proactively reporting on specific conditions and migration outcomes imposed (see Box 2 below). Given that an increased focus on conditionality can be observed in the public sphere (e.g. from the media), the Secretariat would like to underline the importance of these provisions.

28. For 2023 data, the Secretariat identified one activity which made a clear reference to the recipient countries' willingness to cooperate with the donor country in migration-related matters and which could need further investigation to confirm compliance with Criterion 2.

### ***3.1.2. Addressing irregular migration – border management***

29. Criterion 4 specifies that the boundary between ODA and non ODA-eligible activities in the field of border management is determined based on the activity's primary objective. It also lists ODA-eligible activities as well as specific exclusions from ODA.

30. The validation process on 2023 data showed that most activities for which the ODA-eligibility was questioned relate to this area. Difficulties arise when members are not sufficiently specific about the activity's primary goal, as well as the individual components conducted within an activity (see Box 2 below). In such cases, additional information was requested from members, and activities were removed if compliance with Criterion 4 could not be demonstrated.

31. Looking at the clustered data on irregular migration and border management, the Secretariat identified a few further activities for which questions on the ODA-eligibility could arise, e.g. activities that could be seen in relation to restricting migration to the donor country, which is mentioned under the specific exclusions from ODA.

32. Furthermore, the Secretariat identified in this area a core contribution to the International Centre for Migration Policy Development (ICMPD), an international organisation not listed on Annex 2.<sup>7</sup> While members could report earmarked contributions through the organisation that comply with the ODA definition as bilateral ODA, core contributions to ICMPD are not reportable as ODA.

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<sup>7</sup> ICMPD was assessed as part of the 2005 annual review of the list of ODA-eligible organisations, and not recommended for inclusion [see DCD/DAC/STAT(2005)9]. In 2023, the Secretariat conducted a light assessment that would have led to the same recommendation.

## Box 2. Reporting good quality project descriptions

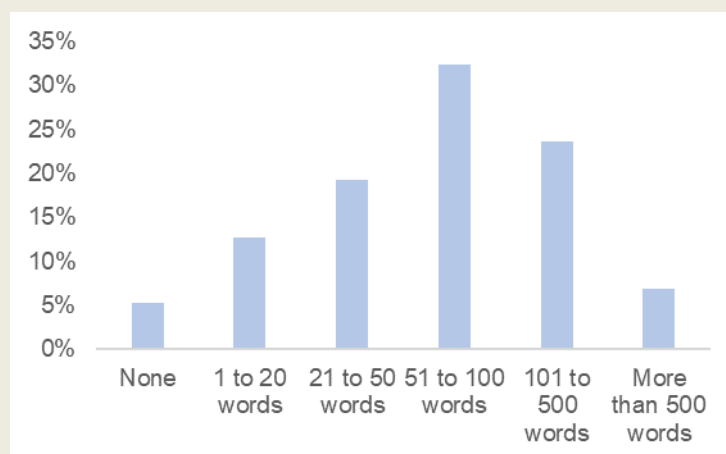
As in any other area, a meaningful and detailed project description is key for verifying the ODA-eligibility of activities in the field of migration. Principle 3 states that “It is members’ responsibility to present a clear rationale for ODA-eligibility.” In particular, it is critical that the descriptions refer to the *specific elements* required to demonstrate ODA-eligibility, according to the criteria, among others:

- It is the obligation of members to describe the *characteristics of their aid* when the delivery of funds within an activity is subject to specific conditions on migration, including the demonstration that the conditions imposed primarily contribute to the promotion of the economic development and welfare of developing countries. (Criterion 2)
- The boundary between ODA and non ODA-eligible activities in the field of border management is determined based on their *primary objective*. (Criterion 4)
- The rules for the ODA-eligibility of costs for returns depend on the *country of departure*. (Criterion 5)
- Reintegration support that exclusively targets returnees from the provider country may be considered eligible only if it is demonstrated that it *enables sustainable reintegration and does not primarily aim to address the donor's domestic migration concerns*. (Criterion 6)
- ODA-eligibility of labour mobility to non-ODA countries can be demonstrated through, for example, *a focus on skills transfers to the developing country of origin, or on upskilling of migrants in line with clearly identified skill gaps in the developing country's labour market*. (Criterion 7)
- Costs incurred in the provider country for labour mobility programmes beyond 12 months of stay of migrants and for a maximum term of 48 months may be considered ODA-eligible if *the programme responds to a recipient country's request and includes a clear return cycle of migrants*. (Criterion 7)

See also general best practices for reporting descriptions in DCD/DAC/STAT(2025)21.

Looking at activities reported under purpose code 15190, it is noted that 18% of activities are reported with no or a very short (<21 words)<sup>8</sup> project description. Figure 3.1 provides an illustration of activities reported under purpose code 15190 by the length of project descriptions.

**Figure 3.1. Length of project descriptions for DAC members' reporting under purpose code 15190**



Source: Creditor Reporting System

### ***3.1.3. Activities involving return and reintegration programmes***

33. The agreed principles and criteria cover returns from a developing country as well as sustainable reintegration programmes in the country of origin. In contrast, returns from a developed country (including pre-departure reintegration assistance) are governed by the reporting rules on in-donor refugee costs.

34. For returns from a developing country, Criterion 5 specifies that only assistance for voluntary returns is ODA-eligible, while costs for forced returns are excluded from ODA. For reintegration in the country of origin, Criterion 6 specifies that reintegration programmes are eligible if aimed at the development of the developing country, irrespective of the status of the returnee (forced or voluntary). When exclusively targeting returnees from the provider country, the activity is only eligible if it is demonstrated that it enables sustainable reintegration and does not primarily aim to address the donor's domestic migration concerns.

35. The review – validation process and study of the clustered activities – shows that members usually specify that the activity is targeting voluntary (not forced) return, which can be seen as a best practice to avoid potential ambiguities in that regard. However, members could be more explicit about other characteristics of their activities. For example, it is not always clear whether return programmes relate to returns from a developed vs from a developing country. This differentiation is, however, critical for the ODA-eligibility assessment given that different rules apply depending on the departure country. Furthermore, for reintegration programmes taking place in the recipient country, it is not always clear whether they target (exclusively) returnees from provider countries (in which case specific safeguards apply; see Box 2 above).

<sup>8</sup> It is assumed that project descriptions up to 20 words would be more similar to the character of a project title. Indeed, 98% of these descriptions remain within the maximum character count of the project title field (150 characters), and 28% are identical to the project title.

36. Finally, for a few cases, the Secretariat finds that they would fall under the rules for in-donor refugee costs, given that they relate to returns from a developed country. This also implies that they should be coded under purpose code 93010 rather than 15190.

#### **3.1.4. Labour mobility**

37. Criterion 7 specifies that, while the ODA-eligibility of activities in the field of labour mobility is less ambiguous if the activity takes place in a developing country, specific conditions must be met if the activity fosters labour mobility from ODA-eligible to non ODA-eligible countries. For such activities to be ODA-eligible, a specific focus needs to be placed on skill transfer, and a time limit of 12 months is set (in specific cases, this limit can be extended to a maximum of 48 months).

38. The review of the clustered activities revealed a few cases which would need a closer examination, given the specifics of the agreed principles and criteria. This relates to activities involving labour migration to non ODA-eligible countries (see Box 2 above).

#### **3.1.5. Engagement with diaspora**

39. Criterion 8 specifies that activities without a clear developmental aim are not eligible, nor are activities which promote the provider's domestic migration agenda. The review of the clustered activities shows that members use to clearly outline the developmental nature of activities related to diaspora, and the Secretariat had no significant concerns on such activities.

### **3.2. Links with other purpose codes**

#### **3.2.1. Overlaps**

40. Migration-related activities may, in principle, also be found beyond purpose code 15190. This part of the analysis is meant to give an indication of (i) activities reported beyond purpose code 15190 which are either correctly reported under a different purpose code or might indeed fit better under purpose code 15190, and (ii) activities reported under purpose code 15190 but might fit better elsewhere (e.g. if the connection to migration is very weak).

41. When the purpose code was introduced, the issue of overlaps was addressed in two different ways. First, the definition of purpose code 15190 points towards several related purpose codes, which should be used as follows:

- Code 15136 for support to countries' authorities for immigration affairs and services (voluntary code)
- Code 24050 for programmes aiming at reducing the sending costs of remittances
- Code 72010 for humanitarian aspects of assistance to refugees and internally displaced persons (IDPs) such as delivery of emergency services and humanitarian protection
- Code 93010 when expenditure is for the temporary sustenance of refugees in the donor country, including for their voluntary return and for their reintegration when support is provided in a donor country in connection with the return from that donor country (i.e. pre-departure assistance), or voluntary resettlement in a third developed country
- Codes for the relevant sector of intervention for activities addressing the root causes of forced displacement and irregular migration

42. Second, a few purpose codes were amended to clarify/narrow their scope as follows:

- Code 13010 was supplemented by the note “Use purpose code 15190 for data on migration and refugees.”
- Code 15130 was supplemented by the note “Use code 15190 for capacity building in border management related to migration.”
- Code 15160 was supplemented by the note “Use code 15190 for human rights programming for refugees or migrants, including when they are victims of trafficking.”
- Code 24050 was narrowed to exclude “programmes encouraging remittances and/or their use for developmental projects”.

43. For assessing member’s reporting practice, a keyword search was applied to identify migration-related activities in 2023 data.<sup>9</sup> The search includes the keyword migration itself, but also keywords related to the following areas where migration may not be explicitly mentioned in the project title or description: border control, reintegration of returnees, labour mobility, human smuggling and trafficking, remittances, and brain drain. Keywords are applied in English and French, using regular expressions.

44. The Secretariat tested running the keyword search on the title as well as a combination of the title and the description. While the former is at the risk of missing relevant activities that might have a brief or less clear title, the latter may assign the keyword to activities that are only mildly related to migration, mentioning it as one of many (subordinate) objectives. In the following, the keyword search is applied to the title only, aiming to capture activities with a clear relation to migration. It is supplemented by manual examination of the activities in question.

45. Finally, it is noted that for this section, activities reported with multiple purpose codes are split in multiple rows. The case of multiple purpose codes and its implications on the correct reporting is looked at more closely in section 3.2.2.

### *Human rights*

46. Potential difficulties in isolating, in practice, activities specifically targeting refugees/migrants from human rights programming were already foreseen by members during the discussions on the introduction of purpose code 15190. Also, the 2020 review confirmed that members had difficulties distinguishing between purpose code 15190 and 15160. **The present analysis shows that these issues continue to persist, and that more work needs to be done to ensure the comprehensive and accurate application of purpose code 15190 in the area of human rights.**

47. As mentioned in paragraph 42, a clarification was added to the purpose code on human rights in 2018, narrowing its scope to exclude human rights programming for refugees or migrants, including when they are victims of trafficking. From 2017 onwards, such activities are meant to be reported under purpose code 15190.

48. Yet, the keyword search shows that migration-related activities are frequently reported under purpose code 15160 for human rights. The Secretariat identified a range of

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<sup>9</sup> As outlined in Annex C, the Machine Learning approach used to cluster activities by category had difficulties to accurately identify migration-related activities beyond purpose code 15190. For this reason, a keyword search was applied for analysing the overlaps with other purpose codes.

activities reported under purpose code 15160 which, in its view, would fit well under purpose code 15190.

### *Humanitarian aid*

49. **At the time of the introduction of purpose code 15190, members indicated that the delineation between activities specifically targeting refugees/migrants and humanitarian aid may be difficult to draw** (as they did for human rights programming, see paragraph 46). The 2020 review concluded that there seemed to be a confusing overlap between these codes and **the present analysis finds that there are still activities for which the coding could be questioned in both ways**. Yet, this issue seems less persistent than for *human rights*. Given that the delineation between humanitarian aid (short-term assistance) and code 15190 (longer-term assistance to asylum systems) is conceptually correct and well defined in the purpose codes' clarification notes (similar to development vs emergency food aid), members are encouraged to pay attention to the differentiation, and to put efforts in correctly implementing the purpose code 15190.

50. The definition of purpose code 15190 specifies that humanitarian aspects of assistance to refugees and internally displaced persons (IDPs) such as delivery of emergency services and humanitarian protection should be reported under purpose code 72010. In contrast, activities to support effective strategies to ensure international protection and the right to asylum, and access to justice and assistance for displaced persons should be coded under purpose code 15190.

51. The analysis reveals that migration-related activities are frequently reported under purpose codes related to humanitarian aid, out of which most are reported under purpose code 72010 for *material relief assistance and services*. While this does not contradict the purpose code's definition in principle, the Secretariat identified several activities for which it thinks they could be coded differently in either way (i.e. activities that are coded under purpose code 15190 but would fit better under purpose code 72010, and vice versa).

### *Other areas with overlaps*

52. Furthermore, migration-related activities could be frequently identified under purpose codes 15150 for *democratic participation and civil society*, 16020 for *employment creation*, 11330 for *vocational training*, 16010 for *social protection*, and 15110 for *public sector policy and administrative management*. Activities for which the Secretariat thinks they would fit well under purpose code 15190 relate, among other things, to the protection of migrants and their rights, the facilitation of safe migration, the prevention of human trafficking, the enhancement of labour mobility in a migration context, the prevention of abuse and exploitation of migrant workers, the reintegration of migrants in their communities, and the support of migration and border management.

53. In contrast, for some activities reported under purpose code 15190, the Secretariat finds no clear link to the facilitation of orderly, safe, regular, and responsible migration and mobility.

54. The Secretariat would like to recall that a thorough application of purpose code 15190 is essential for it to provide accurate insights on the scope of activities in relation to the facilitation of orderly, safe, regular, and responsible migration and mobility.

### **3.2.2. Multiple purpose codes**

55. In 2023, members in total reported on 1 322 ODA activities under purpose code 15190. Out of these activities, **493 activities (37%) are reported with multiple purpose**

**codes.** For 226 activities, purpose code 15190 is either the first sector of intervention, or at an equal place with other purpose codes (i.e. the amount is shared evenly among 2 or more sectors), and for 204 activities, the share attributed to purpose code 15190 is 50% or more.

56. For the 226 activities that list purpose code 15190 as first or equal sector of intervention, the second or equal sector of intervention frequently refers to other purpose codes within *government and civil society general* (DAC 5 Code 151), in particular to *human rights* (CRS Code 15160) and to *ending violence against women and girls* (CRS code 15180). Another frequent second or equal sector of intervention refers to *emergency response* (DAC 5 code 720), in particular to *material relief assistance and services* (CRS code 72010).

57. Relevant interlinkages may also be found in the areas of *other social infrastructure and services* (DAC 5 code 160; in particular for CRS code 16010 on *social protection* and CRS code 16020 for *employment creation*) and *education* (DAC 5 Code 110; in particular CRS code 11330 for *vocational training*).

58. In principle, these interlinkages are also found vice versa. For example, purpose code 15190 is frequently mentioned as second sector of intervention for activities in the areas of *government and civil society* (DAC 5 Code 151) and *emergency response* (DAC 5 code 720), followed by activities in the areas of *education* (DAC 5 Code 110) and *other social infrastructure and services* (DAC 5 code 160).

59. These findings confirm the 2020 review, but additionally highlight the relevance of interlinkages with *social protection* and *employment creation*. They are also aligned with the findings from section 3.2.1, indicating that multiple sector codes are frequently used to split activities between overlapping sectors.

60. In that regard, it should be noted that reporting on multiple purpose is encouraged for activities that address multiple issues. For example, a human rights activity that targets different groups (e.g. children, persons with disabilities, ethnic minorities, refugees, and migrants) could be split among purpose codes 15160 and 15190. In contrast, should the entire activity be focused on human rights programming for refugees and migrants, it should be reported under purpose code 15190 in full.

### 3.3. Links with SDGs

61. The introduction of purpose code 15190 was expected to facilitate transparent, accurate, and comprehensive reporting on migration-related development co-operation, consistent with SDG target 10.7 on *facilitat[ing] orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies*.<sup>10</sup>

62. The 2020 review concludes that, while most activities reported under purpose code 15190 that were assigned an SDG focus were reported with SDG goal 10 or related targets, a too small share of activities was assigned an SDG focus to draw decisive conclusions. It also mentions that this aspect should be reassessed at a later point in time. The present review takes the opportunity to do so, taking advantage of the fact that reporting on the SDG focus has evolved over time and is more comprehensive today than it was in 2018.

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<sup>10</sup> Additionally, the purpose code was expected to cover migration-related activities addressed in other SDG targets, including SDG targets 5.2, 8.7, 8.8, 16.2, and 17.8. The introduction of a field to capture the SDG focus in the CRS was approved by the WP-STAT in 2018.

63. In 2023, members in total reported on 1 322 activities under purpose code 15190. Out of these activities, 1 260 activities (95%) were assigned an SDG focus (goal or target level). This can be seen as major improvement as compared to 2018, when only 55% of all activities reported under purpose code 15190 were assigned an SDG focus. Looking only at the target level, 704 activities (53%) were assigned at least one SDG target.

64. Out of the 1 260 activities assigned an SDG focus, **1 099 activities (87%) were assigned SDG goal 10** (goal or target level).<sup>11</sup> This is comparable to the 2020 review, which found that almost 90% of activities under purpose code 15190 were linked to SDG goal 10 or related targets. Looking at the 704 activities which were assigned at least one SDG target, 623 activities (88%) were assigned SDG target 10.7. While this shows a relatively high consistency, it could still be questioned why several activities under purpose code 15190 are not assigned SDG target 10.7 (or, if the reporting only takes place at goal level, SDG goal 10), given the strong interlinkages between purpose code and SDG target.

65. Furthermore, SDG target 10.7 is reported for 1 077 activities beyond purpose code 15190. Among them, the most activities relate to purpose codes 93010 for *refugees/asylum seekers in donor countries* (373 activities) and 72010 for *material relief assistance and services* (149 activities). A substantial number of activities (between 20 and 40 activities) may also be found under purpose codes 11330, 15160, 14032, 72050, 15130, 16020, 14031, 11230, 15112, and 99810. Many of these purpose codes were also mentioned in section 3.2 on links with other purpose codes.

### 3.4. Links with hashtags

66. In 2020, the WP-STAT agreed to introduce a keyword field in the CRS. The keyword field features both keywords (spontaneously submitted by members) and hashtags (agreed among members). At the time of this analysis, the hashtag definitions include 4 agreed hashtags, among which the following 3 may be seen relevant in the context of purpose code 15190: #Refugees\_HostCommunities, #VoluntaryRefugeeReturn\_Reintegration, and #IDPs\_HostCommunities (see Annex 13 in DCD/DAC(2024)40/ADD1/FINAL for description and eligibility criteria). Out of the 111 spontaneous keywords reported by members in 2023 (excluding individual keywords on Team Europe Initiatives), three are related to refugees or reintegration, and none is related to migration in a broader sense. Spontaneous keywords are not considered in this analysis.

67. As the keyword field was only introduced in 2020, it was not part of the 2020 review. The present analysis takes the opportunity to look at this dimension, given the potential interlinkages between migration and asylum (e.g. in the context of mixed migration). Among others, the definition of purpose code 15190 includes aspects related to asylum such as effective strategies to ensure international protection and the right to asylum, and to ensure access to justice and assistance for displaced persons.

68. Out of the 1 322 activities reported under purpose code 15190, 288 activities (22%) are reported with at least one hashtag related to refugee and IDP situations in ODA recipient countries (in the following “refugee hashtags”). Among these activities, the hashtag on *refugees and host communities* is assigned most frequently (184 activities), followed by the

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<sup>11</sup> This includes approximately 10 activities which are reported with an SDG target under SDG goal 10, but different from SDG target 10.7 (e.g. SDG target 10.2).

hashtag on *IDPs and host communities* (71 activities), and the hashtag on *voluntary refugee return and reintegration* (34 activities).<sup>12</sup>

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<sup>12</sup> Given that more than one hashtag can be assigned to an activity, individual figures should not be aggregated. In the case mentioned above, the analysis includes one activity that contributes to both *refugees and host communities*, and *voluntary refugee return and reintegration*.

## Annex A. Definition of purpose code 15190

CRS Code	Description	Clarifications / Additional notes on coverage
15190	Facilitation of orderly, safe, regular and responsible migration and mobility	<p>Assistance to developing countries that facilitates the orderly, safe, regular and responsible migration and mobility of people. This includes:</p> <p>Capacity building in migration and mobility policy, analysis, planning and management. This includes support to facilitate safe and regular migration and address irregular migration, engagement with diaspora and programmes enhancing the development impact of remittances and/or their use for developmental projects in developing countries.</p> <ul style="list-style-type: none"> <li>• Measures to improve migrant labour recruitment systems in developing countries.</li> <li>• Capacity building for strategy and policy development as well as legal and judicial development (including border management) in developing countries. This includes support to address and reduce vulnerabilities in migration, and strengthen the transnational response to smuggling of migrants and preventing and combating trafficking in human beings.</li> <li>• Support to effective strategies to ensure international protection and the right to asylum.</li> <li>• Support to effective strategies to ensure access to justice and assistance for displaced persons.</li> <li>• Assistance to migrants for their safe, dignified, informed and voluntary return to their country of origin (covers only returns from another developing country; assistance to forced returns is excluded from ODA).</li> <li>• Assistance to migrants for their sustainable reintegration in their country of origin (use code 93010 for pre-departure assistance provided in donor countries in the context of voluntary returns).</li> </ul> <p><i>Activities that pursue first and foremost providers' interest are excluded from ODA.</i></p> <p><i>Activities addressing the root causes of forced displacement and irregular migration should not be coded here, but under their relevant sector of intervention. In addition, use code 15136 for support to countries' authorities for immigration affairs and services (optional), code 24050 for programmes aiming at reducing the sending costs of remittances, code 72010 for humanitarian aspects of assistance to refugees and internally displaced persons (IDPs) such as delivery of emergency services and humanitarian protection. Use code 93010 when expenditure is for the temporary sustenance of refugees in the donor country, including for their voluntary return and for their reintegration when support is provided in a donor country in connection with the return from that donor country (i.e. pre-departure assistance), or voluntary resettlement in a third developed country.</i></p>

## Annex B. Principles and criteria clarifying the ODA eligibility of migration-related activities

In order to facilitate the assessment of ODA eligibility of activities in the field of migration, specific principles and criteria are defined below.

### *Overarching principles to guide ODA reporting on migration-related activities<sup>13</sup>*

**Preamble:** Migration is a global phenomenon connecting different regions and/or countries. From an ODA-eligibility perspective, the challenge in the field of migration is that it is not always clear whether a programme primarily aims to promote development or address domestic concerns in provider countries. Indeed, while many development co-operation activities related to migration focus on development objectives, others appear to pursue development and provider countries' domestic objectives at the same time. Furthermore, it is important to note that compatibility with international agreements or norms is not, in itself, sufficient to make a programme ODA-eligible. Nor does the fact that a programme may not be ODA-eligible imply that it is illegitimate. The principles below aim to guide ODA reporting in these situations with the goal of preserving the integrity of ODA.

**Principle 1.** As for all ODA, the reporting of migration-related activities is guided by the general rule that the main objective of ODA is the promotion of the economic development and welfare of developing countries. When assessing the ODA eligibility of activities in the field of migration, the primary purpose must therefore be considered.

**Principle 2.** There should be no diversion of ODA towards providers' immediate interests on migration at the expense of long-term sustainable development. When different ministries (e.g. migration and development) are involved in the programming of migration-related activities, in order to avoid the diversion of ODA resources, the authorities responsible for reporting ODA figures need to verify the primary objective of the programmes concerned.

**Principle 3.** While benefits to provider countries do not preclude ODA eligibility, development co-operation should not be used as a vehicle to promote the provider's domestic migration agenda. The promotion of economic development and welfare of a developing country must come before any other goals.<sup>14</sup> It is members' responsibility to present a clear rationale for ODA eligibility.

**Principle 4.** Migration-related activities included in ODA should comply with development, humanitarian and human rights objectives and principles, including the Sustainable Development Goals of the 2030 Agenda. They should generally be aligned with partner countries' own priorities and their overall development strategy. Activities that neglect the rights of forcibly displaced persons and migrants do not qualify as ODA.

**Principle 5.** Activities with the main benefit to ODA-eligible countries or ODA-eligible

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<sup>13</sup> Also refer to the ODA eligibility rules on in-donor refugee costs and peace and security (sections 6 and 8 above). Some aspects of the ODA-eligibility of migration-related activities were defined in the context of elaborating the purpose code "Facilitation of orderly, safe, regular and responsible migration and mobility". See DCD/DAC/STAT(2018)23/REV3.

<sup>14</sup> A primary goal can be identified as being fundamental in the design and expected impact of the activity and which is an explicit goal of the activity. It may be selected by answering the question: "Would the activity have been undertaken without this goal?" In case of doubt on the primary goal (domestic migration interest vs developmental goal) of a given activity, members are advised to consult the Secretariat or they should not report it as ODA.

organisations that either promote safe and regular pathways for migration or that address irregular and unsafe migration, not promoting a provider country's domestic migration agenda, and that protect people's lives and human rights, qualify as ODA.<sup>15</sup>

**Principle 6.** Activities that intercept and return migrants with the main objective to restrict migration to provider countries are excluded from ODA.

*Criteria for assessing the ODA eligibility of activities in the field of migration*

When reporting to the Creditor Reporting System, migration-related activities should be clearly described with the necessary details, as the project descriptions are essential for verifying the ODA eligibility of migration-related expenditures. Special care has to be taken to describe the expected outcomes of migration-related activities that involve co-operation with the police or the military. As for all ODA reporting, the Secretariat has a role in verifying the ODA eligibility and, in case of doubt, can ask providers concerned for more information.

**Criterion 1.** Projects which are not in line with applicable international law and applicable international frameworks for migrants and refugees, such as the Global Compact for Migration and Global Compact on Refugees (as relevant), as well as the SDGs, are not eligible.

**Criterion 2.** Development co-operation programmes can be part of a broader policy dialogue with the beneficiary country, including in the field of migration. Development funds might e.g. make the developing country more willing to co-operate in the return and readmission of rejected asylum seekers and irregular migrants. However, if the delivery of funds within an activity is subject to specific conditions on migration outcomes, the funds are not reportable as ODA unless it can be demonstrated that the conditions imposed primarily contribute to the promotion of the economic development and welfare of developing countries, and not primarily to the donor's domestic migration concerns.<sup>1617</sup>

**Criterion 3.** To help identify the main objective – and hence facilitate the ODA-eligibility assessment – of projects with mutual benefits to the provider and recipient countries, the expected development-enhancing results of the interventions as well as the projects' objectives and respective results indicators should be considered. They can inform of the extent to which the projects pursue domestic migration interests. The overall framework and narrative at programme level that underpins the project also needs to be verified and possibly checked in light of specific questions to confirm eligibility. Examples of questions<sup>18</sup>:

- Does the narrative make specific reference to the provider country's domestic migration interests, “migratory pressures” or the “refugee crisis”? (To what extent? e.g. principally, exclusively?)
- Does the intervention aim to restrict migration? (Any form of migration? Through coercive measures?)

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<sup>15</sup> The rules on in-donor refugee costs mention relevant exclusions in this context.

<sup>16</sup> It is the obligation of members to describe the characteristics of their aid for these activities in their CRS reporting, including the conditions imposed, and share an ODA-eligibility assessment upon request by the Secretariat.

<sup>17</sup> In relation to criterion 2 on conditionality, members commit to include in the Casebook examples – ODA and non-ODA – which illustrate the treatment of activities subject to conditions relative to the future fulfilment of readmission agreements or other specific migration or border measures.

<sup>18</sup> A positive reply to one of these questions should prompt further scrutiny of the activity's main objective, to confirm its ODA eligibility.

- Does the intervention provide only a short-term response to temporary migration patterns and temporary interests with no ambition to contribute to sustainable development?

**Criterion 4.** Addressing irregular migration entails co-operation on border management between provider countries and developing countries for a mutual benefit. However, the primary motivation of this co-operation can be unclear. The boundary between ODA and non-ODA eligible activities in the field of border management is determined based on their primary objective (see also Principle 3).<sup>19</sup>

- Types of ODA-eligible activities:
  - Civilian activities that build the capacity of developing countries to improve the administration of measures related to the movement of persons and goods (strategy and policy development as well as legal and judicial development, including the organisation of border management systems) when the main objective is the promotion of economic development and welfare of developing countries, in particular:
    - Activities to adopt global best practices for good governance (e.g. identity management, document verification, fight against corruption).
    - Activities to protect migrants’ human rights.
    - Activities that promote the establishment and implementation of procedures and processes for safe, orderly and regular migration in the best interest of migrants and their well-being (activities with a focus on making mobility safer, human security, awareness campaigns, social and medical services, provision of safety and/or humanitarian or medical assistance to migrants).
  - Capacity building activities that deter, prevent and fight migrant smuggling or trafficking in human beings when aimed at protecting migrants against abuses.
  - Collaboration/capacity-building between provider and developing country in the areas listed above.
  - Rescue of migrants when it is the main purpose of the operation. Only additional costs related to the operation may be counted.<sup>20</sup>

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<sup>19</sup> Specific exclusions apply to training of partner country military personnel. It is generally not eligible, including in non-military matters, except for training, under civilian oversight and with a clear developmental purpose for the benefit of civilians, in a limited number of areas, see paragraph **Error! Reference source not found.** of the Reporting Directives.

<sup>20</sup> To determine the eligibility of rescue-at-sea, the main purpose of the maritime activity involved needs to be considered. If the main purpose for official vessels to patrol the waters is protecting borders, expenses incurred for rescue-at-sea should not be counted as ODA, as this is only a secondary activity (which is in any case a duty to coastal states). If the main purpose of the patrol is to identify potential needs for rescuing refugees at sea, additional costs may be counted as ODA. See the Reporting Directives, Annex 18, paragraph 31.

The concept of “additional costs” is explained in the Directives, paragraph **Error! Reference source not found.** The rationale for not counting the regular costs of the activity in ODA is to acknowledge that the *raison d’être* and thus the primary objective of coast guards is not rescue-at-sea. In this context, only additional or “extra” costs associated with the ODA-eligible task are reportable as ODA.

- Specific exclusions from ODA:
  - Activities that support developing or developed countries' border authorities with the main objective to restrict migration to the provider country.
  - Border control projects i.e. border checks and border surveillance activities for the purpose of constraining migration (e.g. construction of a wall, installation of barbed wire, other border control projects where the main objective is to intercept and return migrants) or that are directly related to army or lethal action of security forces, or that entail military type border and territorial surveillance such as armed drones or kinetic patrolling.
  - Training for border guards and building the capacity of border patrols administration, except in support of ODA-eligible types of activities listed above.

**Criterion 5.** Assistance to forced returns is excluded from ODA. For other returns, the eligibility depends on the country of departure (see Figure A B.1):

- Assistance to migrants for their safe, dignified, informed and voluntary return to their country of origin is eligible in the case of returns from another developing country.
- For costs of return from provider countries, as well as expenditures for return and reintegration incurred in provider countries (pre-departure assistance), the rules on in-donor refugee costs apply (Reporting Directives, paragraph 107 onwards).

**Criterion 6.** Sustainable reintegration programmes<sup>21</sup> qualify as ODA if they primarily focus on the economic development and welfare of developing countries. Reintegration activities undertaken in countries of origin are in principle ODA-eligible irrespective of the status of returnees (forced or voluntary). Reintegration support that exclusively targets returnees from the provider country may be considered eligible only if it is demonstrated that it enables sustainable reintegration and does not primarily aim to address the donor's domestic migration concerns.<sup>22</sup> (See Figure A B.1.)

**Criterion 7.** Activities that focus on giving access to decent labour opportunities (Decent Work Agenda), protecting the rights of migrants, preventing abuse and exploitation or aiming to improve migrants' overall labour situation in ODA-eligible countries are ODA-eligible.

Activities fostering labour mobility from ODA-eligible countries to non-ODA eligible countries can also be eligible, where the primary purpose is to benefit developing countries (migrants' countries of origin)<sup>23 24</sup>. This can be demonstrated through, for example, a focus on skills transfers to the developing country of origin, or on upskilling of migrants in line with clearly identified skill

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<sup>21</sup> See the IOM overarching, programming and measurement standards for integrated, multidimensional and sustainable reintegration programmes.

<sup>22</sup> In relation to criterion 6 on reintegration, members commit to include in the Casebook examples – ODA and non-ODA – which illustrate the treatment of payments or access to programmes specifically offered to individual migrants, forced returnees, rejected asylum seekers or refugees after the first twelve months as an incentive to leave the donor country.

<sup>23</sup> Programmes educating and protecting migrants about their rights are eligible too.

<sup>24</sup> Given the variety of existing contexts, a case-by-case assessment is needed to determine eligibility of activities concerned. While benefits to provider countries do not preclude ODA eligibility, the promotion of economic development and welfare of a developing country must come before any other goals (see Principle 3).

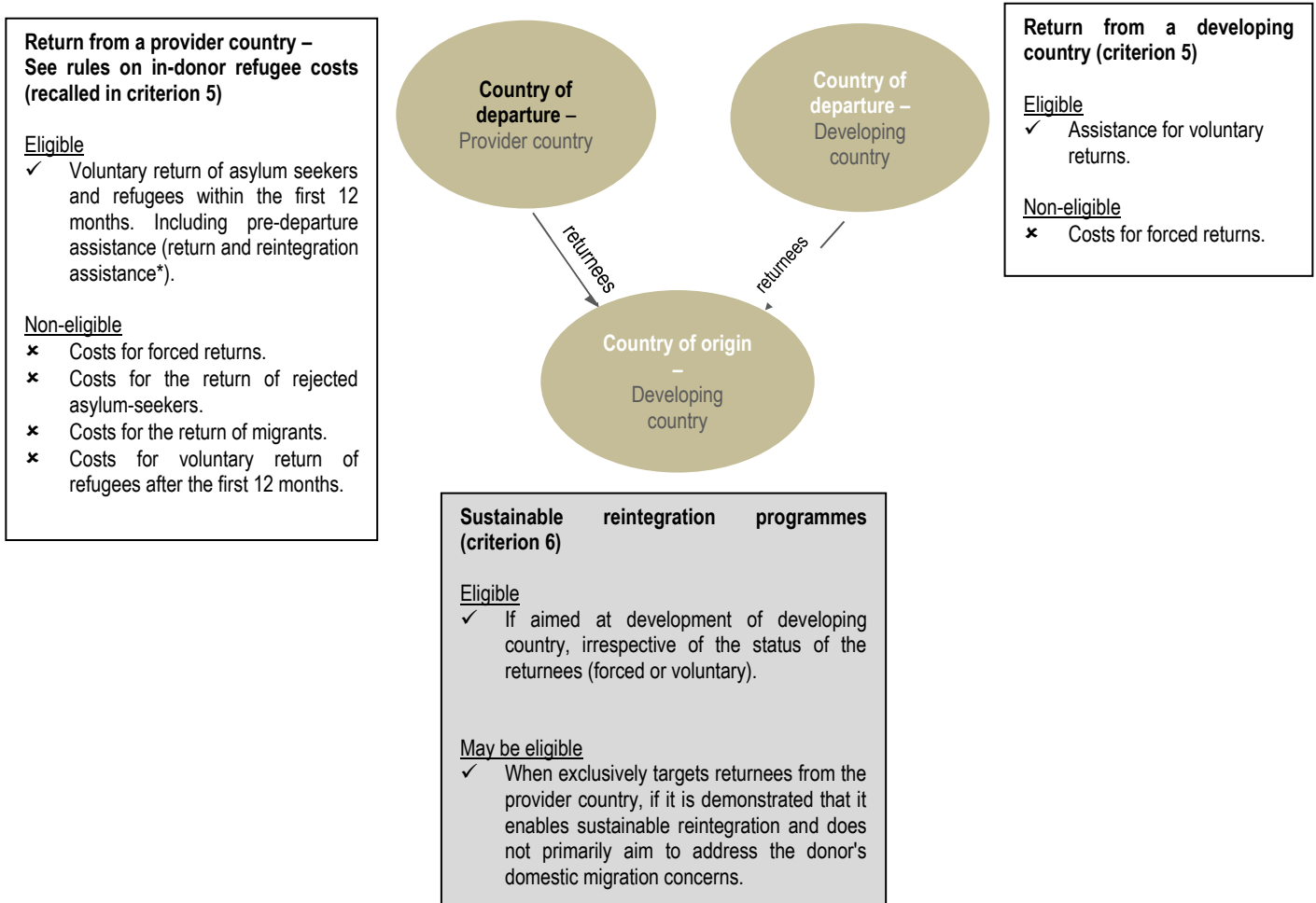
gaps in the developing country’s labour market. Activities intended to primarily fill labour market gaps in the non-ODA eligible country are not eligible.

Costs incurred in the provider country for these labour mobility programmes beyond 12 months of stay of migrants should be excluded. In the case of programmes of a longer duration and for a maximum term of 48 months, costs may be considered ODA-eligible if and only if the programme responds to a recipient country’s request and includes a clear return cycle of migrants.

Labour mobility activities that promote the permanent integration of (potential) migrants into the economy and society of non-ODA eligible host countries are not ODA-eligible.<sup>25</sup>

**Criterion 8. Engagement with diaspora** in provider countries without a clear developmental or humanitarian aim for the primary benefit of the origin country, and/or promoting the provider countries’ domestic migration agenda is not eligible.

**Figure A B.1. Illustration of the rules on ODA-eligibility for return and reintegration, depending on the country in which expenditures occur**



\* Reintegration support provided in a donor country in connection with the return from that donor country (i.e. pre-departure assistance) is not eligible in the case of forced returns, rejected asylum seekers, migrants, refugees after the first twelve months.

<sup>25</sup> Contributions to resident migrant workers in the host country should be excluded from ODA.

## Annex C. Clustering exercise of migration-related activities using a Machine Learning approach

1. While section 3.2.1 of this paper made use of a keyword search to extend the analysis beyond purpose code 15190, this Annex reports on the application of a Machine Learning approach to identify and cluster migration-related activities. The resulting classification can be used to support the review of the ODA-eligibility of activities in the field of migration, as it is aligned with the structure of the agreed criteria and of the Casebook. It also responds to requests by the WP-STAT to explore the potentials of Machine Learning for data classification and analysis. Furthermore, an ongoing project on Mixed Migration and Development conducted jointly by the OECD Development Cooperation Directorate and the OECD Development Centre has created the need to generate more detailed insights on migration-related activities.

2. Among different approaches tested by the Secretariat (comprising both supervised and unsupervised learning), and based on the quality of their outputs, it opted for an intelligent classification system leveraging Large Language Models (LLMs). See also DCD/DAC/STAT(2025)6 on tracking pandemic preparedness, for another possible application of Machine Learning in WP-STAT statistical work.

### *Machine Learning approach*

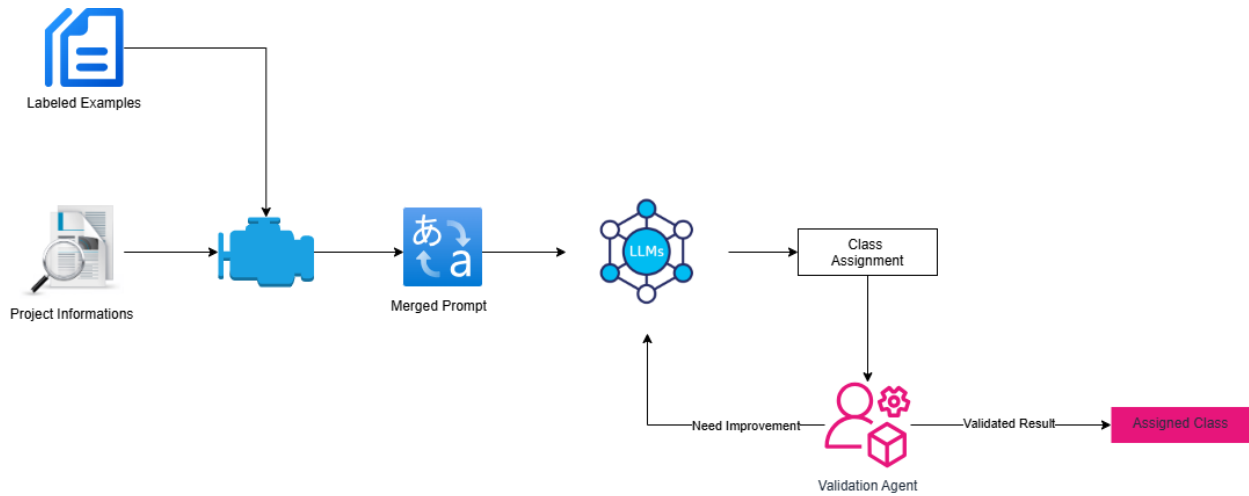
3. At the core of the model, the system employs a dynamic few-shot learning approach, utilising a carefully curated similarity engine that processes example texts and their corresponding classifications. This similarity mechanism ensures optimal context selection by analysing input against the existing example database, maintaining representation from each class while prioritising the most relevant examples.

4. The system's prompt optimisation pipeline represents a key architectural component, dynamically constructing context-aware prompts based on the similarity analysis results. This smart prompting mechanism synthesises selected examples into a coherent system prompt, effectively guiding the LLM's decision-making process. The approach significantly enhances the model's ability to understand and classify new inputs by providing relevant, diverse, and representative examples in the context window.

5. The classification process itself leverages the LLM's natural language understanding capabilities, allowing it to analyse assignment descriptions and determine appropriate classifications based on the optimised few-shot examples. This approach combines the benefits of traditional similarity-based classification with the advanced reasoning capabilities of modern language models, resulting in more nuanced and context-aware classification decisions.

6. The system's reliability is further enhanced by an intelligent validation agent that serves as a quality control mechanism. This agent reviews both the classification decisions and project information, ensuring accuracy and consistency in the output. This multi-layer approach, combining similarity-based example selection, dynamic prompt optimisation, LLM-based classification, and automated validation, creates a robust and adaptable system for handling complex classification tasks in project documentation contexts.

Figure A C.1. Illustration of the Machine Learning approach



Source: Author's illustration

### *Application*

7. The difficulty with using a Machine Learning approach to cluster migration-related activities is that there is no labelled CRS data it could learn from. To compensate for that, cases from the ODA Casebook on activities in the field of migration [DCD/DAC/STAT(2023)34/FINAL] are used as labelled examples. The Casebook clusters its cases into the following groups:

- Conditionality of aid to migration outcomes
- Addressing irregular migration – border management
- Activities involving return and reintegration programmes
- Labour mobility
- Engagement with diaspora
- Other support to migrants and refugees in developing countries and to their hosting communities

8. The algorithm is then applied to the entire 2023 data (i.e. purpose code 15190 and beyond), allowing for the possibility to assign “non relevant” in case it does not find a relation to any of the predefined groups.